Operational Contract Support (OCS)
Training & Education

Presentation to

Operational Contract Support (OCS) Planning Conference
18-19 Feb 2009
at DAU, Ft Belvoir, VA

Don Davidson

Transformation Analyst, OADUSD (Program Support)- in L&MR (the Log side of AT&L)

Agenda

- Assess

- Plan

- Execute

Operational Contract Support (OCS) in OEF/OIF

- Requirements definition & up front planning

- Coordination

- Communications

- Procedures / Oversight

- Personnel tracking

- Legal accountability

- Quality control

- Competition among services

- Varying standards of support

"Contracting in Iraq was done willy nilly"
- SecDef (Jan 09)

...Were All Problematic

In Terms of Contractors, We Planned for This....

...This Showed Up

Force Structure/Force Management Issue

- Today's total US in-theater contingent is comprised of approximately 50% OCS personnel, providing a wide range of Combat Support (CS) and Combat Service Support (CSS) services.

- OCS is an emerging capability

Conflict	Contractor	Military	Ratio
Revolutionary War	2	9	1 to 6
Mexican-American War	6	33	1 to 6
Civil War	200	1,000	1 to 5
Spanish-American War	n.a.	35	n.a.
World War I	85	2,000	1 to 24
World War II	734	5,400	1 to 7
Korea	156	393	1 to 2.5
Vietnam	70	359	1 to 5
Gulf War	9	500	1 to 55
Balkans	20	20	1 to 1
Iraq Theater as of Early 2008	190	200	1 to 1

- Representing Big Money
  - CBO estimates OCS totaled $85 billion in obligations for contracts performed in the Iraq Theater* ~ 20 percent of the $446 billion in U.S. appropriations for activities in Iraq from 2003 through 2007.

- Big Leadership/Management Challenge

  Despite representing half the force and one-fifth or more of the total costs, military leaders, in general, are not prepared from a PME standpoint to plan for, interface with and maximize OCS capabilities in the contingency environment.

* Iraq, Bahrain, Jordan, Kuwait, Oman, Qatar, Saudi Arabia, Turkey, and the United Arab Emirates

All numbers in 1,000s
Source: CBO Paper, "Contractors' Support of Operations in Iraq" – Aug 2008
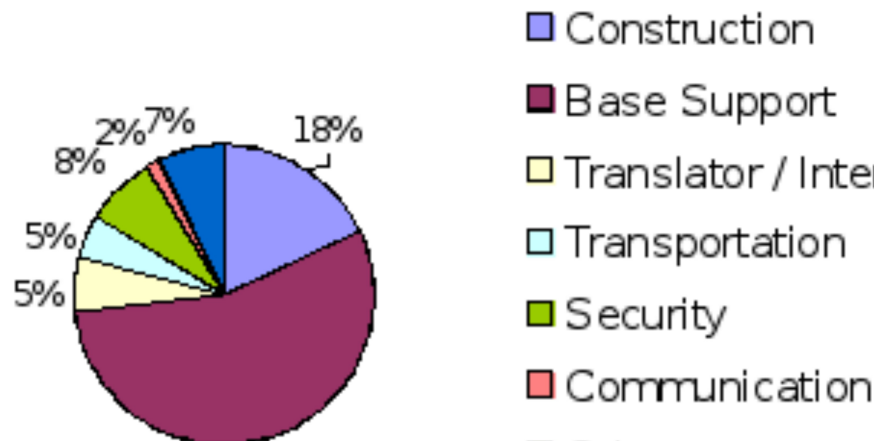
Operational Contract Support (OCS) CENTCOM Census (FY08 4th QTR)

DoD Contractor Personnel in the USCENTCOM AOR

	Total Contractors	U.S. Citizens	Third Country Nationals	Local/Host Country Nationals
USCENTCOM AOR	266,678	40,890	100,640	125,148
Iraq Only	163,446	28,045	72,109	63,292
Afghanistan Only	68,252	5,405	4,381	58,466
Other	34,980	7,440	24,150	3,390

Data does not include other U.S. Government Agencies/Departments

Personnel breakdown by Type of

- Construction
- Base Support
- Translator / Inter
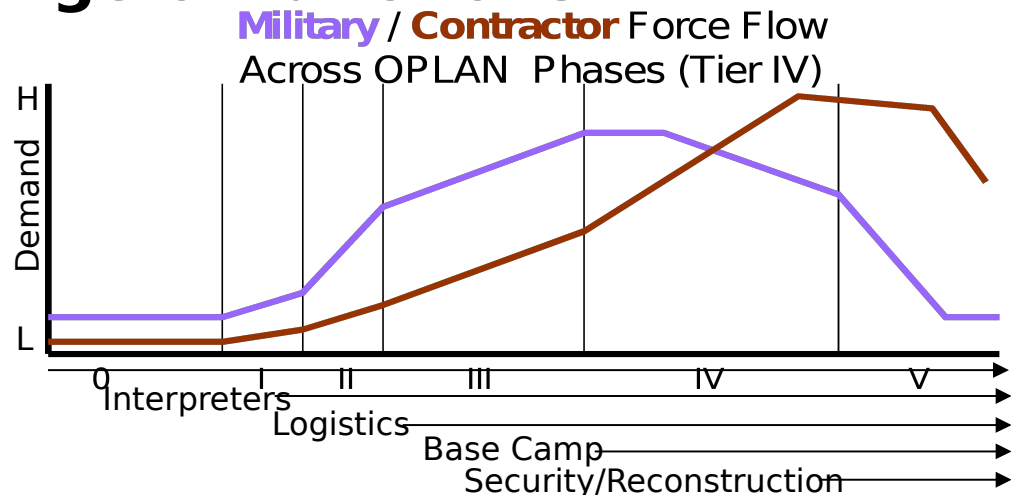- Transportation
- Security
- Communication

Contractors currently make up ~50% of the total force in the USCENTCOM Area of Operation

Scene Setter

- **As weapons systems have become more complex, and the demands on the Armed Forces have grown, there has been an ever increasing reliance on contractors in the support of the military across the range of functions**

Contractors are used to mitigate risk when existing force structure is insufficient or not cost effective to stand up organic support capability

Military / **Contractor** Force Flow
Across OPLAN Phases (Tier IV)

Demand

H

L

0 I II III IV V

Weapon Systems
Interpreters
Logistics
Base Camp
Security/Reconstruction

- **Key Points:**
  - **In early phases, initial reliance on…**
    - **Weapons Systems**
    - **Civil Augmentation Program**
  - **In latter phases, increased dependency on…**
    - **Major reconstruction projects**

The demand signal for contractors increases as military operations mature in scope, complexity and duration

Scene Setter

- **Two years ago…**
  - Limited OCS policy, procedures, doctrine and visibility of contractors

- **Wartime experiences have driven change…**
  - Studies and Legislation
    - 2007 Gansler Commission Report
      - Legislative, Policy & Doctrine – Personnel, Organization and Training
    - NDAA FY07, 08, 09
      - Emerging legislation driving increased OCS oversight
- **Today…**
  - Established governance of Operational Contract Support via the Joint Capability Area (JCA) within Joint Logistics – ADUSD(PS) Capability Area Manager (CAM)
  - OSD AT&L developing policy
    - ADUSD (Program Support) created in FY07 – Program Management approach
    - DPAP (Defense Procurement and Acquisition Policy) – Contingency Contract policy
  - Published 17 November Joint Staff OCS doctrine (Joint Pub 4-10)

  - Maturing new system for visibility of contractors
    - SPOT – Synchronized Pre-deployment Operational Tracker
  - Investigating OCS planning & integration tools
    - Contingency Acquisition Support Model (cASM)- like tools to help us plan & execute

  - Developing Training & Education (learning) initiatives to better prepare our OCS WorkForce

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Changing DOTMLPF

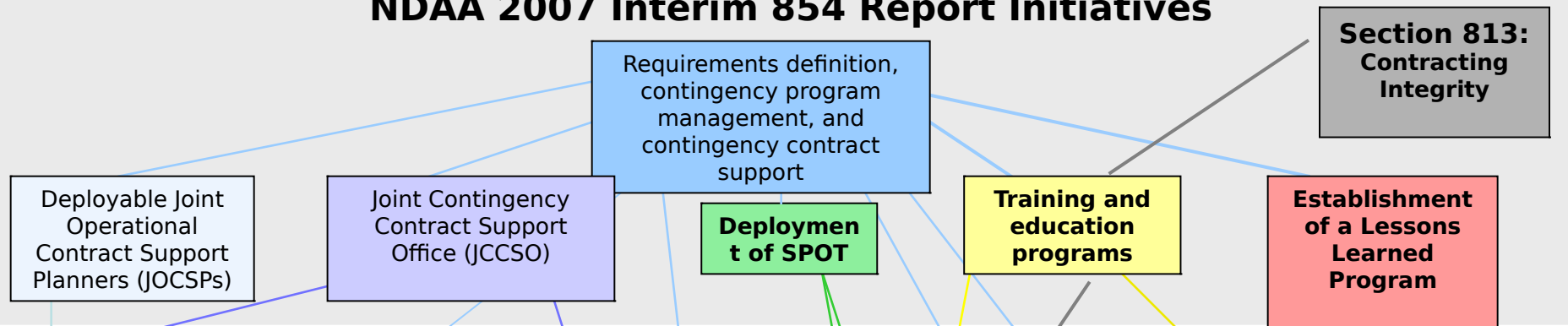**Processes**

Technology

People

Congressional Concern / Intent

- Both NDAA '07 (sect 854) and NDAA '08, (sect 849), emphasize and create legislative requirements for education and training programs in support of OCS, with 849 specifically targeting education for non-acquisition military personnel.

- **2007 National Defense Authorization Act, Section 854:**
  - **Identifies a problem in contracting and contingency contract management**
  - **Requires improved acquisition workforce training**

- **2008 National Defense Authorization Act, Section 849:**
  - **Expands problem area to include "requirements definition"**
  - **Expands the education & training requirement to be a broader understanding of contract support for the non-acquisition work force**
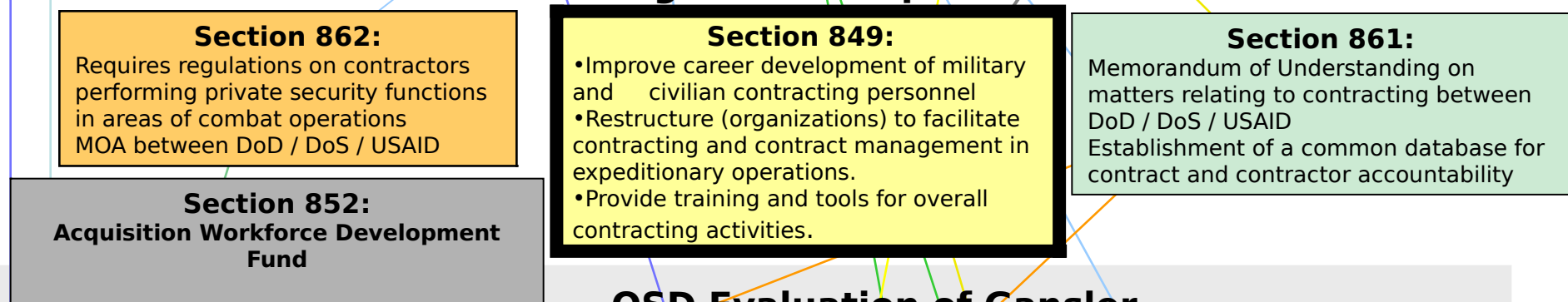
  Section 849 expands the language, targets the non-acquisition workforce and reinforces the need to lead and manage the total force
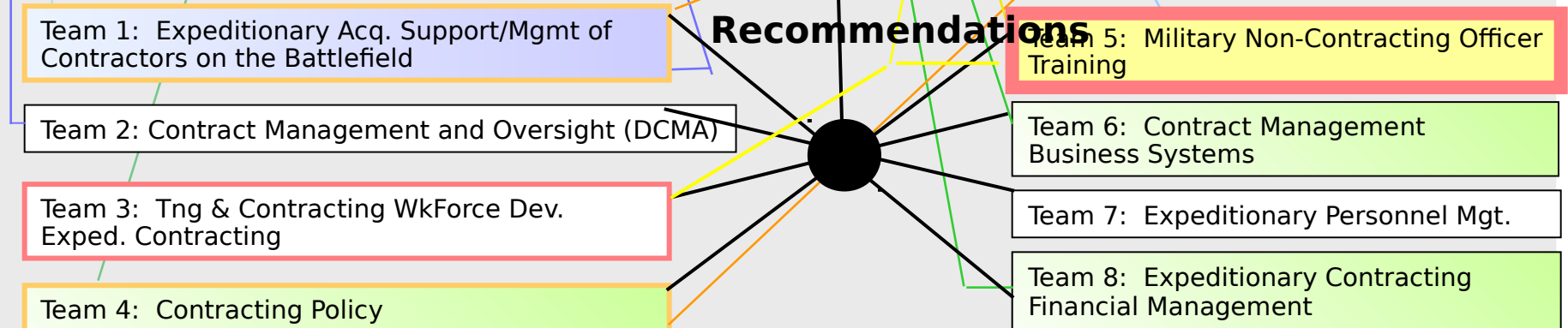
Synchronization of Efforts

NDAA 2007 Interim 854 Report Initiatives

Requirements definition, contingency program management, and contingency contract support

Section 813: **Contracting Integrity**

Deployable Joint Operational Contract Support Planners (JOCSPs)

Joint Contingency Contract Support Office (JCCSO)

Deployment of SPOT

Training and education programs

Establishment of a Lessons Learned Program

NDAA 2008 Legislative Requirements

Section 862:
Requires regulations on contractors performing private security functions in areas of combat operations
MOA between DoD / DoS / USAID

Section 849:
• Improve career development of military and civilian contracting personnel
• Restructure (organizations) to facilitate contracting and contract management in expeditionary operations.
• Provide training and tools for overall contracting activities.

Section 861:
Memorandum of Understanding on matters relating to contracting between DoD / DoS / USAID
Establishment of a common database for contract and contractor accountability

Section 852:
Acquisition Workforce Development Fund

OSD Evaluation of Gansler Recommendations

Team 1: Expeditionary Acq. Support/Mgmt of Contractors on the Battlefield

Team 2: Contract Management and Oversight (DCMA)

Team 3: Tng & Contracting WkForce Dev. Exped. Contracting

Team 4: Contracting Policy

Team 5: Military Non-Contracting Officer Training

Team 6: Contract Management Business Systems

Team 7: Expeditionary Personnel Mgt.

Team 8: Expeditionary Contracting Financial Management

Agenda

- Assess

- Plan

- Execute

DoD Response to the "Gansler Report"
Long Term Enterprise Wide Solution

Team mtgs begin	30 Jan POA&M firm	3 Mar Draft Team Inputs	17 Mar Navy & Air Force Inputs	1 Apr Final Team inputs-Final 854 Report	17 Apr -Draft 849 Report	28 May Final Report

Long Term Enterprise Solution

- **Monthly updates to USD (AT&L)**
  - **Bi-weekly updates to DUSD(A&T) and TF849 Steering Grp (Weds)**
    - **TF849 & Army FOGO-level integration mtgs- as required**
      - **Weekly WG-telecons with Team-Senior Action Officers**
        - **Password protected workspace website in place**

Task Force Director Dick Ginman
Deputy Linda Neilson
Sr. Analyst Don Davidson

Teams

Tasks
22 Army
18 DoD
40 Total

2 (G-6, G-7, G-28, G-35)- Contract Management and Oversight (DCMA)
Keith Ernst, Gary Motsek & Dick Ginman (AO Lead – Col Coyner)

3 (G-31, G-32)- Tng & Contracting Wk Force Dev. for Exped. Contracting
Shay Assad & Frank Anderson (AO Lead – Leonardo Manning)

4 (G-27, G-38, G-39)- Contracting Policy
Shay Assad & Dick Ginman (AO Lead Jill Stiglich)

5 (G-33)- Military Non-Contracting Officer Training
Gary Motsek & Frank Anderson (AO Lead – Mike Smith)

6 (Other)- Contract Management Business Systems
LeAntha Sumpter & MG Scott (AO Lead – Craig Curtis)

7 (G-4, G-5, G-8, G-34, G-36)- Expeditionary Personnel Management
Pat Bradshaw & Gary Motsek (AO Lead – K Greenlaw/Kerry Powell)

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Gansler Report / DUSD (L&MR) Review

• Gansler Report –

	Recommendation 3: Provide <u>Training and Tools</u> for Overall Contracting Activities in Expeditionary Operations		
	Actions Relating to Contracting Officer's Representative Training		
G #	**Description of Commission's Recommended Actions**	**Implementation Status**	**Estimated Completion**
33	(a) Develop training for non-contracting operational military leaders, officer and enlisted, across all grades on the management of contractors with deployed forces	On-going	Mar 09
	(b) Provide training to Contracting Officer's Representatives	On-Going	Mar 08

DoD Response:
    "…Department began assessing non-contracting officer training courses and existing training curricula at DoD and Military Department schools at all levels (basic, intermediate, and senior)…..To further enhance and expand the current curriculum, the Department is developing a broad program of instruction (POI) for operational military leaders, both officer and enlisted, across all grades, on the management of contractors deploying with forces to include programs of instruction (POI) for its Military Departments' Staff Colleges and Senior Military Department and Joint Staff Schools to more formally train our senior planners and leaders on roles and responsibilities of planning and managing contracts and contractor personnel in forward areas."

DUSD L&MR Review of Contingency Contracting/Contract Management Courses

"No training materials identified either by the schools or through independent research, that specifically focuses on educating non-contracting senior leaders about contingency contracting operations."

"Senior leader training is not adequate to meet Section 854 requirements nor prepare senior leaders to manage contingency contracting operations."

Training & Contracting Workforce Development
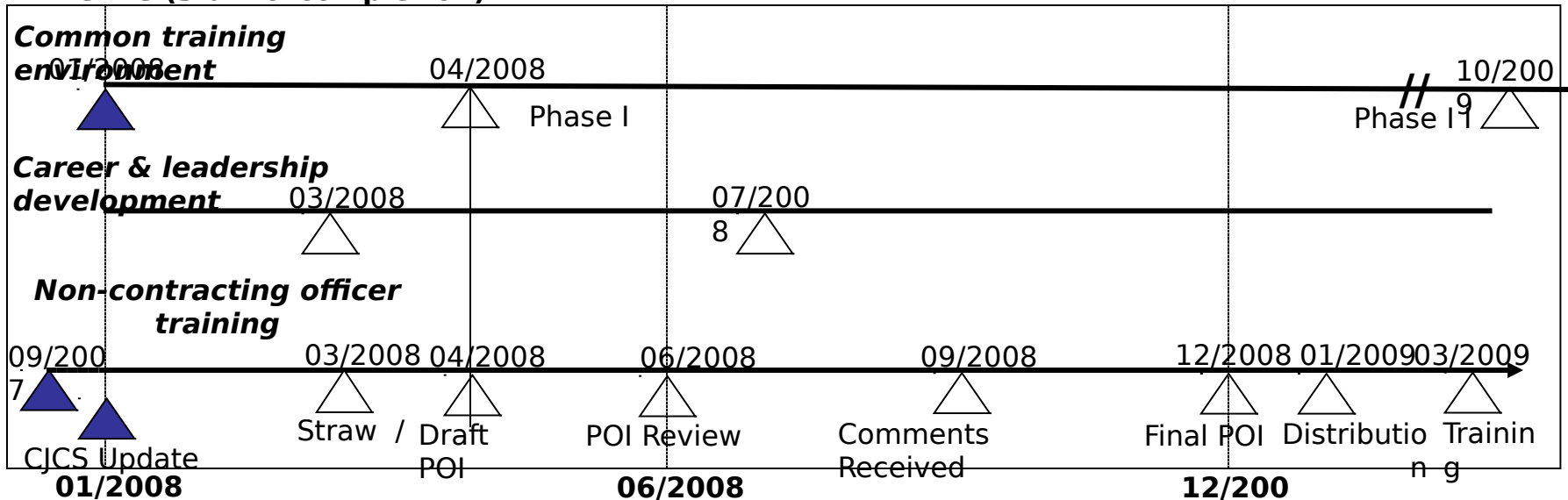## Team 5 - Focus: Training

Key Tasks:

Develop training for operational military non-contracting leaders, officer and enlisted, across all grades to enhance the management of contractors accompanying deployed forces

Gansler Recommendations

G-31: Focus DAU to train and educate the civilian and military acquisition, logistics, and contracting workforce for expeditionary operations

G-32: Provide DAU the necessary resources for the through-put it will experience to accommodate the Army's migration to emphasizing Level 1 certification earlier in careers

G-33: Provide training to Contracting Officer's Representatives in each Service, prior to any military operation

Timeline (start & completion):

Common training environment

01/2008   04/2008   Phase I   10/2009   Phase II

Career & leadership development

03/2008   07/2008

Non-contracting officer training

09/2007   03/2008   04/2008   06/2008   09/2008   12/2008   01/2009   03/2009

CJCS Update   Straw / Draft POI   POI Review   Comments Received   Final POI   Distribution   Training

01/2008   **06/2008**   **12/2008**

Team 5 – OCS Training & Education Program of Instruction-Background & Development

- Project under contract September 2007
  - address requirements of Section 854, 2007 NDAA
- Reviewed existing POIs across DoD academic institution spectrum
  - some junior level training in place (e.g., Army Combined Logistics Captain career course)
- Presented findings to ADUSD - PS (Jan 08)
  - instruction for non-contracting military personnel incomplete and fragmented
- Develop blocks of instruction
  - Phase I: NDU, DAU, SSS
  - Phase II: ISS
  - Phase IIA: Coordinate POIs with existing training
  - Training for O-7 and O-6 (P) to be developed
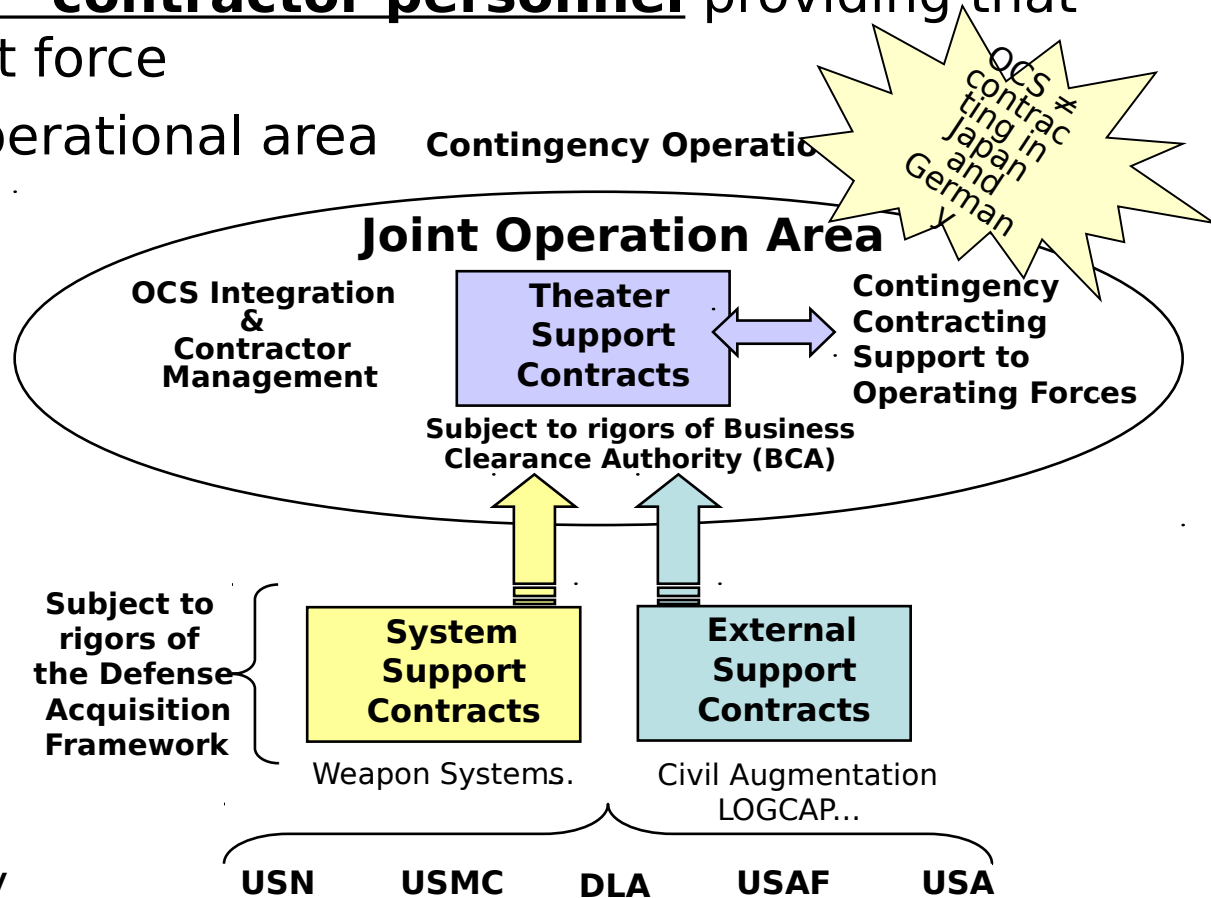- CJCS briefed on approach and fully supports
…   Representative POI

What is OCS?

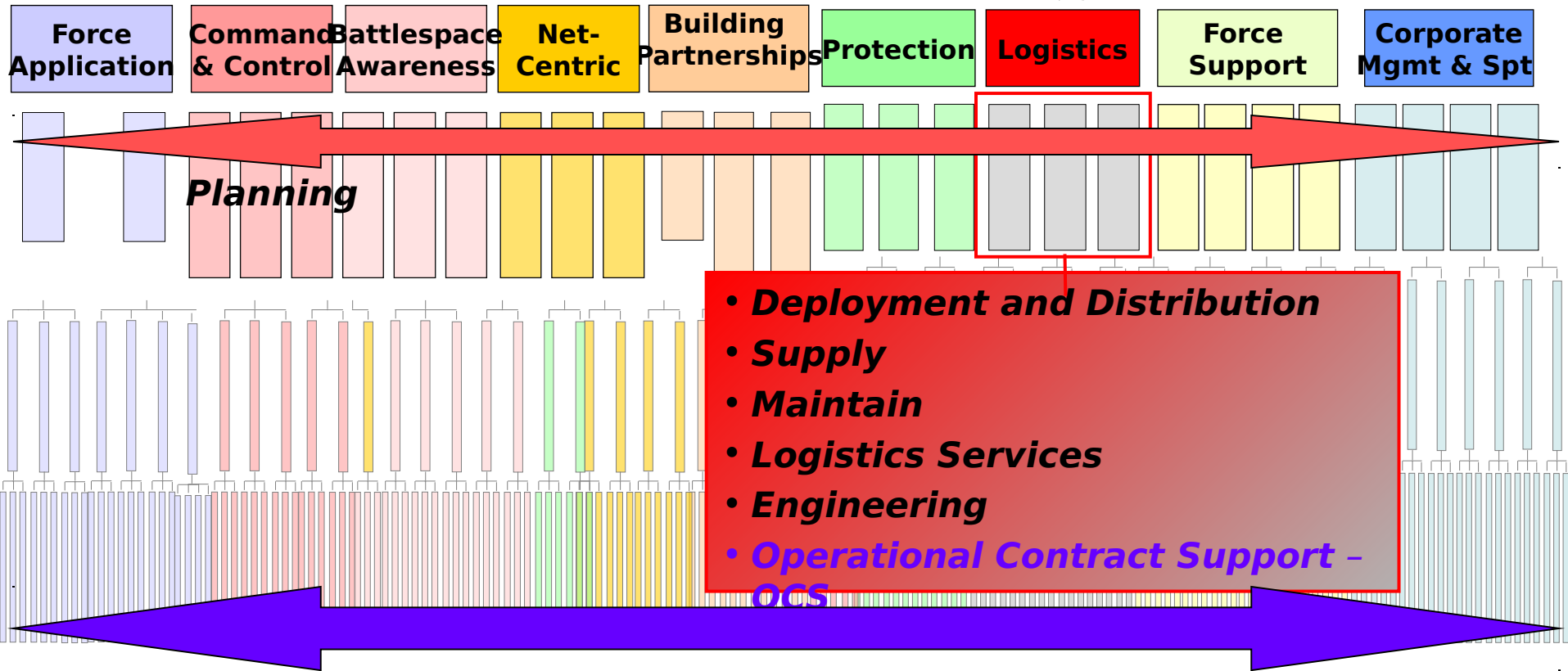## Operational Contract Support (OCS)

Processes

(Ref: JP 4-10)

– is the ability to orchestrate and synchronize the provision of **integrated contract support** and **management of contractor personnel** providing that support to the joint force

in a designated operational area

– is a framework for the planning, integration and execution of contract support, including the management of contractors operating in designated contingency operations across the range of military operations

OCS ≠ Contracting in Japan and Germany

Contingency Operations

Joint Operation Area

OCS Integration & Contractor Management

Theater Support Contracts

Contingency Contracting Support to Operating Forces

Subject to rigors of Business Clearance Authority (BCA)

Subject to rigors of the Defense Acquisition Framework

System Support Contracts

Weapon Systems.

External Support Contracts

Civil Augmentation LOGCAP...

USN   **USMC**   **DLA**   **USAF**   **USA**

JCA Structure, OCS as Tier 2 Under Log (but it crosses over into all JCAs)

Processes

Force Application	Command & Control	Battlespace Awareness	Net-Centric	Building Partnerships	Protection	Logistics	Force Support	Corporate Mgmt & Spt

Planning

- *Deployment and Distribution*
- *Supply*
- *Maintain*
- *Logistics Services*
- *Engineering*
- *Operational Contract Support – OCS*

June 07' DAWG sanctioned 9 Tier 1 JCAs and their associated Tier 2s. OCS is Tier 2 under Logistics...DoD efforts have begun the adaptation of the JCA Lexicon – new Guidance to Develop the Force (GDF), recent DoD Directives & Instructions

OCS CONOPS
The Central Idea

- **CSI – The ability to synchronize and integrate contract support being executed in a designated operational area in support of the joint force**

- **CM – The ability to manage and maintain visibility of associated contractor personnel providing support to the joint force in a designated operational area**

- **The results properly planned and executed contract support integration actions include:**
    – JFC visibility and control of common contracting functions within the JOA
    – Minimized competition for scarce commercial resources within the JOA
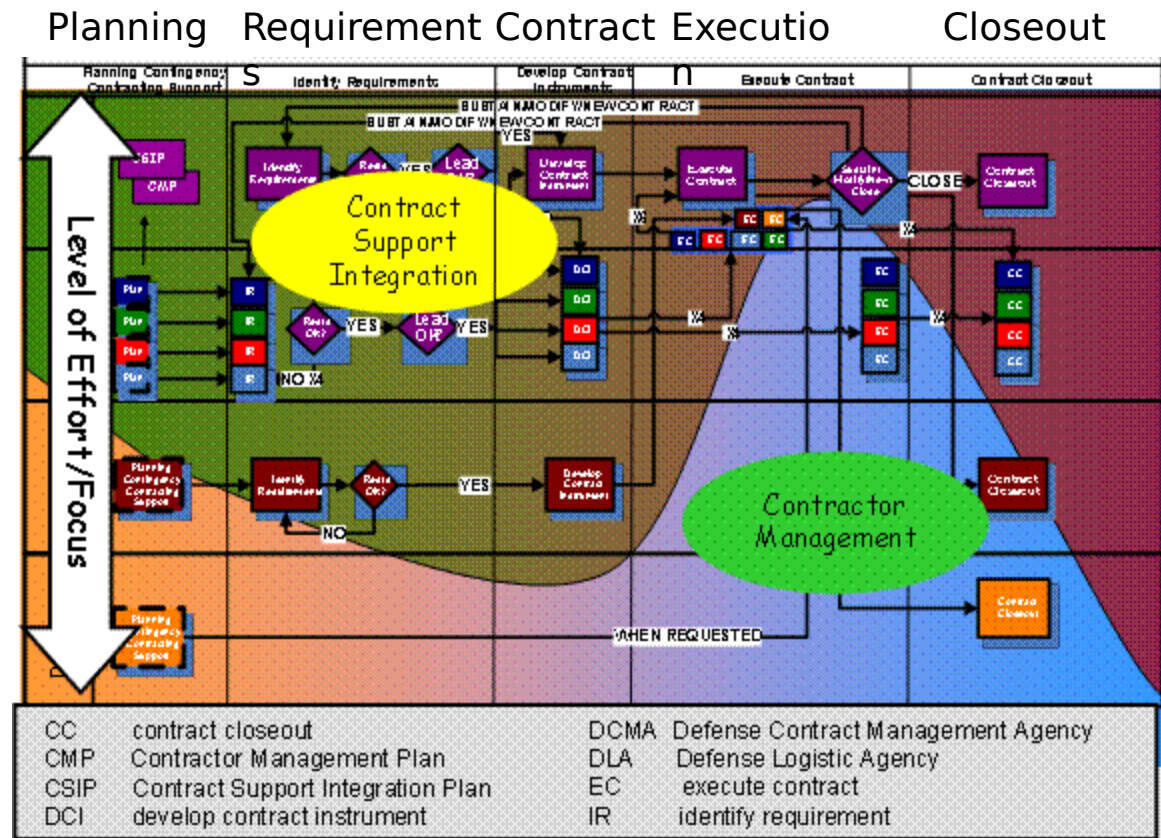   – Increased ability for the JTF to enforce priorities of support

OCS CONOPS
The Central Idea

Processes

- **OCS is not the actual contracting process...**

- **However, the entire OCS process and its two key sub-elements of contractor support integration and contractor management are framed by, and can not be separated from the FAR based contracting process**

- **CONOPS will be utilized as a road map to identify specific... doctrine, organization, training, materiel, leader development education, personnel and facilities (DOTMLPF) solutions through the Joint Capabilities Integration and Development System (JCIDS)**

Planning   Requirement   Contract   Execution   Closeout

Who does OCS?

People

Law – Congress

Policy – OSD

Doctrine – Joint Staff

Contractor Management – CCDR & JTF

Contract Support Integration – CCDR & JTF
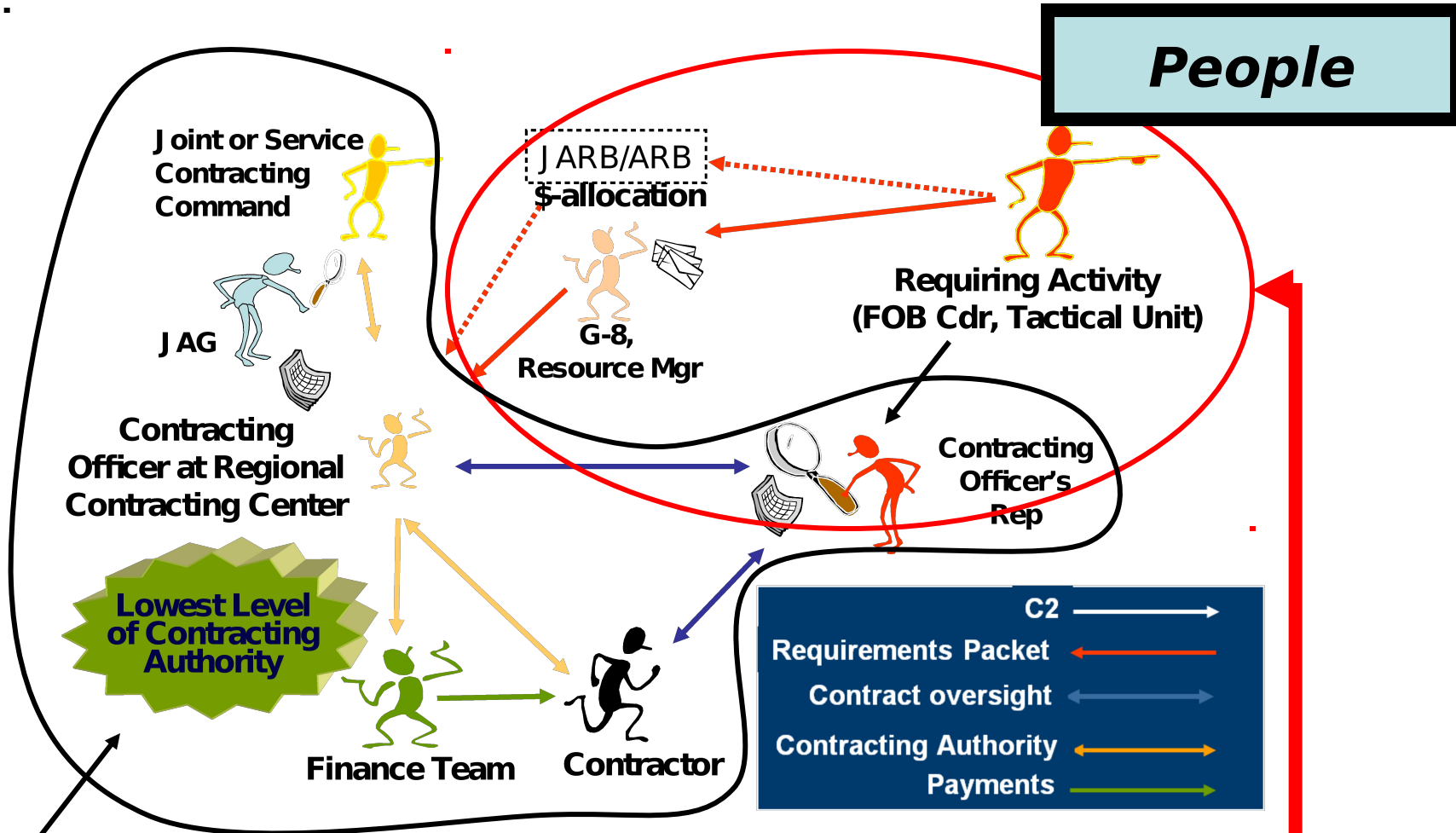
Contingency Contracting –

√ **Service Components**

√ **Agencies**

√ **Joint Theater Support Contracting Command (JTSCC)**

OCS is a Team Effort!!

Personnel: Education & Training

People

Joint or Service Contracting Command

JARB/ARB
$-allocation

JAG

G-8, Resource Mgr

Requiring Activity
(FOB Cdr, Tactical Unit)

Contracting Officer at Regional Contracting Center

Contracting Officer's Rep

Lowest Level of Contracting Authority

C2	→
Requirements Packet	←
Contract oversight	↔
Contracting Authority	↔
Payments	→

Finance Team

Contractor

Acquisition Workforce Focus – many schools and tools already in place

Non-Acquisition Workforce Focus – Geared toward war fighters & planners… spans all functional areas and includes commanders, requiring officers, contracting officer reps as well as staff officers…

A More Simplistic View

People

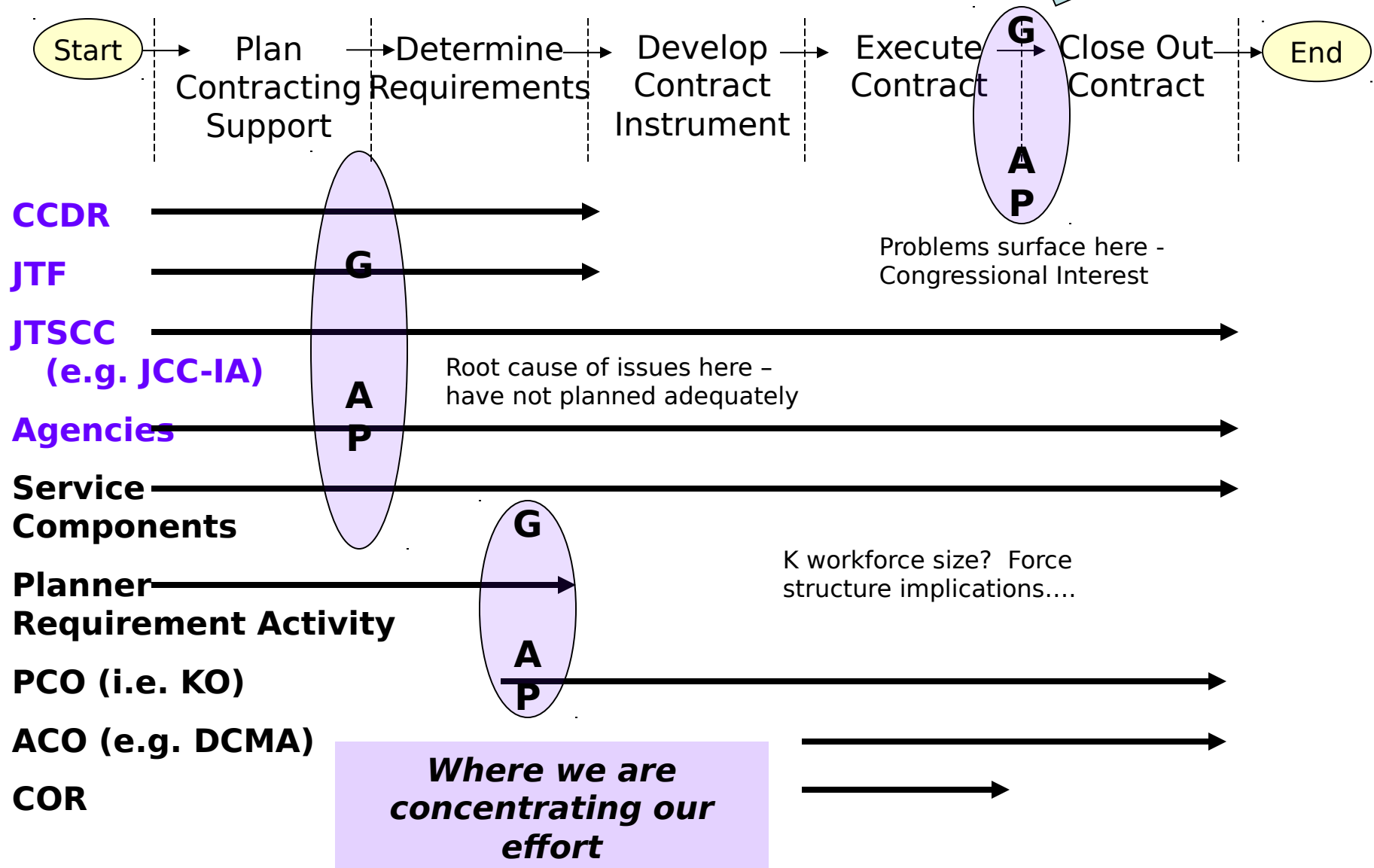- **Operational Contract Support (OCS), not "contracting"**

- **Non-Acquisition** **not necessarily**

QCS

ACQ **Log**

Non-Acquisition WF

- Education, as well as training

No Full CBA in JCIDS Yet… but

Processes

Start → Plan Contracting Support → Determine Requirements → Develop Contract Instrument → Execute Contract → **G A P** → Close Out Contract → End

Problems surface here - Congressional Interest

CCDR

JTF — **G**

JTSCC (e.g. JCC-IA) — **A P**

Root cause of issues here – have not planned adequately

Agencies

Service Components — **G**

K workforce size? Force structure implications….

Planner Requirement Activity

PCO (i.e. KO) — **A P**

ACO (e.g. DCMA)

COR

Where we are concentrating our effort

Agenda

- Assess

- Plan

- Execute

L&MR / LMI Study Effort Findings

People

✓ Current PME/JPME does not adequately prepare officers/enlisted to operate/ interface effectively with OCS in the contingency environment.
- How do I task OCS?
- What can I task them with? (IG vs. Non-IG missions/responsibilities, personal services)
- Can I discipline OCS personnel for infractions? How? Under what authority?
- How do I conduct/execute my planning to make optimal use of OCS?
- How do I request/accomplish increases/decreases in OCS?
- What are my reporting responsibilities with respect to OCS?
- What commands/authorities help me manage my OCS?

& Subsequent POI Development

✓ DUSD-L&MR in coordination with JS-J4 and the Services has initiated a "representative " POI to be implemented through a module on Joint Knowledge On-Line (JKO), however this is only a partial solution.
OCS training module on JKO by end of March 09.

✓ Further review of existing JPME & Service PME curriculums is warranted to determine if it is adequately addressing leading and managing the new "total force", which consists of defense, interagency, coalition/multi-national, non-governmental organizations and "contracted" personnel.----
MECC approved OCS as SAE on 12 Feb09.

JKO Module Learning Objectives

TLO: Recognize the importance of planning and executing operational contract support in a joint environment.

TLO: Identify the roles and responsibilities of DoD, joint, and service commanders and staffs as it relates to operational contract support.
(to include Theater specific POC data base)

TLO: Recognize key contract support integration principles
- ELO 1: Define centralized control and decentralized execution
- ELO 2: Distinguish contracting authority vs. command authority
- ELO 3: Recognize the major functions of contracting related boards
- ELO 4: Identify the types of contracts
- ELO 5: Recognize the purpose of contracting support organizations
- ELO 6: Define contracting support by phase of operation

TLO: Recognize key contractor management principles
- ELO 1: Recognize commander authority over contractors
- ELO 2: Identify legal status of contractor personnel and available disciplinary action
- ELO 3: Recognize the major functions of contracting related boards
- ELO 4: Recognize deployment/redeployment planning and preparation principles
- ELO 5: Define force protection

TLO: Define the five steps of the OCS process

What Should the OCS JPME Cover?

JPME should provide students with an understanding of:

- Historical context of the use of OCS in contingency operations.
- Basic operational contracting concepts.
- Proper management of OCS contracts and contractors during military and civil/military operations to include;
  - ➤ contingency contract management roles and responsibilities,
  - ➤ contract management planning and execution,
  - ➤ contingency contract management challenges,
  - ➤ centralized control and decentralized execution of contracts,
  - ➤ contracting authority vs. command authority,
  - ➤ supporting acquisition processes,
  - ➤ OCS contract types and support organizations.
- Contractors Authorized to Accompany the Force (CAAF) to include;
  - ➤ differences in managing OCS personnel vs. military & DoD civ. in theater,
  - ➤ planning for contractor integration,
  - ➤ government-provided support to contractors,
  - ➤ non-DoD contract support.

Goal: Training, Education and Lessons Learned

➤ Development of Training and Education Programs

- **Task:** Develop "training" for non-contracting operational military leaders, officer and enlisted, across all grades on the management of contractors with deployed forces

- **Progress:**

  ✓ Developing Joint Knowledge On-Line module for pre-deployment training; scheduled for March 09

  ✓ Working through Military Education Coordinating Council (MECC) process to best "include" representative OCS Program of Instruction

  --starting w/OCS as Special Area of Emphasis in Senior Service Colleges, and then integrate into other service school curriculums
  --MECC approved OCS as an SAE 12 Feb 09
  --CJCS Letter designating OCS for AY 2010

➤ Lessons Learned

  ✓ **JCASO will:**
  - Serve as the analytical house for collection of lessons learned
  - Participate in operations, exercises and experiments
  - Incorporate lessons learned into plans for future operations

Questions / Comments